

MISSOURI HOUSE OF REPRESENTATIVES

**2006 ANNUAL REPORT OF THE JOINT COMMITTEE ON
TERRORISM, BIOTERRORISM, & HOMELAND SECURITY**

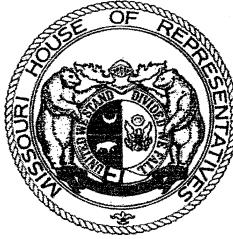


Representative Jack Jackson, Chair
Representative Mark Bruns
Representative Wayne Cooper
Representative Gary Dusenberg
Representative Jeff Roorda
Representative Regina Walsh
Representative Ed Wildberger

Senator Bill Alter
Senator Rita Heard Days
Senator Chuck Gross
Senator Harry Kennedy
Senator Chris Koster
Senator Robert Mayer
Senator Charles Wheeler

Prepared by
House Research
January, 2007

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**MISSOURI HOUSE
OF REPRESENTATIVES**
JACK JACKSON
STATE REPRESENTATIVE
District 89

COMMITTEES

Chairman
Veterans Affairs

Appropriations—Public Safety
and Corrections

Ways and Means

January 4, 2007

The Honorable Michael Gibbons and
The Honorable Rod Jetton
Missouri State Capitol
Jefferson City, MO 65101

Dear Mr. President and Mr. Speaker,

The Joint Committee on Terrorism, Bioterrorism, and Homeland Security, acting pursuant to 21.800, RSMo, has met, deliberated, and concluded its annual study of issues relating to homeland security. The undersigned members are pleased to submit this report.

Representative Jack Jackson, Chair

Representative Wayne Cooper

Representative Jeff Roorda

Representative Ed Wildberger

Senator Rita Heard Days

Senator Harry Kennedy

Senator Robert Mayer

Representative Mark Bruns

Representative Gary Dusenberry

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INTRODUCTION

Pursuant to Section 21.800 of the Missouri Revised Statutes, the Joint Committee on Terrorism, Bioterrorism, and Homeland Security met throughout 2006 to discuss security issues facing Missouri. The Joint Committee took testimony from several state agencies as they discussed their current security status and upcoming plans. Everyone who requested to speak before the Joint Committee was given the opportunity. The members of the Joint Committee are:

Rep. Jack Jackson, Chair	Sen. Bill Alter
Rep. Mark Bruns	Sen. Rita Heard Days
Rep. Wayne Cooper	Sen. Chuck Gross
Rep. Gary Dusenberg	Sen. Harry Kennedy
Rep. Jeff Roorda	Sen. Chris Koster
Rep. Regina Walsh	Sen. Robert Mayer
Rep. Ed Wildberger	Sen. Charles Wheeler

Since September 11, 2001, Missouri has worked to improve its overall security, just as the entire United States. Throughout the public hearings held by the Joint Committee, state agencies discussed the importance of working with one another to bolster our state's security as a whole and the need for every state agency to recognize its role in keeping Missourians safe from harm. In order to provide the most comprehensive security, everyone must participate. Based on the information provided by these witnesses, the Joint Committee was able to evaluate security strategies currently in use and prioritize security needs that still exist.

Fortunately, the odds of a terrorist attack happening in Missouri are remote. Regardless, we must remain vigilant and prepared for such an event, as well as certain natural disasters which are almost a certainty. Tornadoes occur each year in Missouri; an earthquake on the New Madrid Fault in southeastern Missouri will occur, although there is no way of predicting when. The damage from any natural disaster can be just as far reaching as that of a terrorist attack: destroying our infrastructure, overwhelming our public servants, hampering our public services, and devastating our economy.

SUMMARY OF TESTIMONY

During its public hearings, the Joint Committee gathered a tremendous amount of information about the many homeland security-related issues facing Missouri. What follows is a summary of the testimony heard by the Joint Committee regarding those issues.

MARCH 30, 2006, STATE CAPITOL

At the March 30th hearing, the Office of Homeland Security testified that its homeland security strategy relies in part on regionalization. The state has been divided into different regions, corresponding with the Highway Patrol's regions, in an effort to better educate individual communities about the state's emergency plans. Regionalization allows the office to work more closely with local governments and citizens, ensuring that all stakeholders can play a part in developing the plans and executing them when necessary. This grassroots approach is necessary to "get the word out" so citizens can prepare for disaster and know what to expect when one occurs.

The office also discussed the status of various federal grants it has applied for, pandemic planning, and the method by which it is identifying and managing its resources. Resource identification and management includes creating public-private partnerships with memorandums of agreement. This is essentially pre-identifying resources that can be readily called upon in case of emergency.

The Department of Public Health and Senior Services discussed its plans for managing a pandemic influenza outbreak. The department received \$1.8 million to work with grassroots organizations and it is completing plans for quarantining the sick, distributing medication, and working with other states on agreements that would allow medical personnel licensed in other states to work in Missouri during an emergency.

The office updated its list of critical infrastructure. This is a list of all infrastructure in the state which the office has deemed critical and includes a description of how it is currently protected in addition to how it should be protected. Critical infrastructure includes bridges, dams, and roadways. Missouri is the first state to submit an updated list to the U.S. Department of Homeland Security. The office intends to update the list annually.

The office also received a \$10 million federal grant for interoperable communications. Of this money, Kansas City and St. Louis each received \$1.1 million to install interoperable switches, which will create the backbone of Missouri's state-wide communications system. The rest of the money was distributed throughout the state so that local areas could purchase interoperable radio equipment.

The Missouri Fire Marshal's Office testified that it is using money from the U.S. Department of Homeland Security to fund state-wide training for fire and police on responding to terrorist bombings.

The Office of Administration testified about its role in state purchasing. The office must maintain a fair, equitable standard to procure the cheapest and best product to fulfill the requesting agency's requirement. This does not mean they must buy the cheapest product – it must also be the best product for the stated need. Although vendors do contact the office regarding products they are selling, the procurement process does not begin with them. A state agency must submit a requirement to the Office of Administration, who manages the solicitation process by combining both subjective and non-subjective factors to select the best vendor. Missouri's revised statutes contain an emergency clause allowing the office to "do whatever is necessary in order to get the job done," while allowing for as much competition as possible if there is an emergency situation which must be addressed.

JUNE 21, 2006, STATE EMERGENCY MANAGEMENT AGENCY

The State Emergency Management Agency (SEMA) hosted a hearing on June 21, 2006 to demonstrate its communication capabilities and the method by which preliminary plans would be implemented in the event of a statewide natural or manmade disaster. Overall, this hearing was an exercise to demonstrate SEMA's command and control capabilities. The Joint Committee was satisfied that SEMA will respond effectively when a disaster occurs.

SEPTEMBER 13, 2006 – STATE CAPITOL

At the September 13th hearing, the state fire marshal testified that building codes date back to Thomas Jefferson, who believed there should be minimum building standards. Today, building codes are typically modified when several people are killed during an event that could have been either prevented or ameliorated had proper codes been in place. Codes evolve from past events and new technology.

The International Code Council and the National Fire Protection Association give credibility to building codes which they adopt because they are trusted organizations. Their codes are the standard. Building codes are not identical to fire codes, but they do overlap and compliment each other. As a result, if a city or county decides to adopt a building code, it should also adopt a fire code since they're interconnected. However, if the state were to adopt and mandate specific building and fire codes, the fire marshal testified that it would be very expensive for the state to do proper enforcement. Also, if the state asks local governments to enforce the state codes, it could be a violation of the Hancock Amendment in the state's Constitution. The public is misinformed about codes, too. Instead of focusing on the life-saving benefits, the public's perception is that codes only make construction more expensive. Historically, codes have been a local issue, but it's somewhat unreasonable to expect a small town to have funds to enforce codes. Adopting a state-wide code is a complex issue which would need to be thought out carefully.

DECEMBER 6, 2006 – STATE CAPITOL

Chair Jackson asked if anyone wanted to offer public testimony, however, no one did. Chair Jackson reviewed previous hearings with the Joint Committee and asked for their thoughts on homeland security issues facing Missouri.

RECOMMENDATIONS

After careful deliberation of the information received during its public hearings, the Joint Committee determined that the following recommendations should be made to the General Assembly.

1. The Office of Homeland Security and the Department of Homeland Security should finalize detailed, formal plans for emergency management.

The Department of Public Safety must complete its preparations for a large-scale natural disaster, accident, or terrorist attack. These preparations must include comprehensive emergency response plans for a variety of scenarios as well as adequate and on-going training for emergency responders. The Joint Committee is satisfied that during the last year the department has made remarkable progress towards the achievement of this goal, however, a detailed, formal plan for all conceivable scenarios must be completed within the next 18 months. The completed plans should be disseminated to the relevant local authorities so that they know what to expect in an emergency and who to contact for assistance.

Despite the fact that these detailed, formal plans are not complete, the Joint Committee believes that Missouri is adequately prepared for most natural disasters and has made great strides to prepare for a large-scale, mass casualty event. This belief was bolstered by a report published in December, 2006, by the Trust for America's Health. According to this report, Missouri is one of only 15 states to be "rated at the highest preparedness level to provide emergency vaccines, antidotes, and medical supplies from the Strategic National Stockpile" and one of 14 states to meet at least eight of ten indicators of emergency preparedness as it relates to planning for bio-terror attacks and other public health emergencies. This is attributable, no doubt, to the work of the department and the Office of Homeland Security.

2. The Office of Homeland Security and the Department of Public Safety should conduct unannounced, surprise response drills for different emergency scenarios.

The Office of Homeland Security should conduct surprise drills on a quarterly basis. These drills should be held in different communities throughout the state so that response tactics and emergency plans can be tested in rural and urban settings. Furthermore, the drills should address different types of scenarios (i.e., earthquakes, tornadoes, bioterrorism, bombings). This will be the most effective way to test emergency response plans and modify them based on the results of the drills. The office has conducted drills at the state level, but should also do this at the local, grassroots level to encourage community participation. Drills like this will help citizens understand the importance of being prepared for an emergency. Citizens understand the importance of having food, water, and medication for three days, but many do not keep a reserve because they think "it won't happen to me." Surprise, community-based drills may change this perception and encourage individual preparedness.

The Department of Health & Senior Services should continue providing "hands on" mass casualty event training sessions to hospital workers, ambulance services, and community health

centers. It's vitally important that our first- and second-responders stay up-to-date on the latest emergency plans.

3. The Missouri Office of Homeland Security should be removed from the Department of Public Safety and made a department in its own right.

It is critical that the Office of Homeland Security be removed from the Department of Public Safety and made a department in its own right in order to highlight the state's commitment to the safety of its citizens. Creating a Department of Homeland Security will fully legitimize its efforts. Homeland security is complex, comprised of issues involving every other executive department in Missouri. Allowing the Office of Homeland Security to be a department will better facilitate working with other executive-level departments and will ensure that it has personnel staffing offices with expertise in health, social services, mental health, child welfare, insurance, banking, professional licensure, and other aspects of homeland security.

Creating a Department of Homeland Security will also ensure that adequate funding is appropriated annually for these purposes. Every department receives funding, but it is possible that individual offices within a department might not. In years to come, it could be catastrophic if the Office of Homeland Security was denied funding because people "felt safe enough." We must remain vigilant about our security. Creating a separate department will guarantee that its mission to protect the citizens of Missouri will continue.

4. The Office of Homeland Security should be fully funded and fully staffed.

The General Assembly should fully fund the Office of Homeland Security, with the specific intent of being fully-staffed at all times. Even the best emergency plans will be of little use if there is no one available to implement them or if resources are stretched too thin to make a meaningful, timely impact.

APPENDIX

To read “Ready or Not? Protecting the Public's Health from Disease, Disasters, and Bioterrorism, 2006,” a report issued by The Trust for America's Health on December 12, 2006, please visit this web site: <http://healthyamericans.org/reports/bioterror06/>

To read an article titled “Missouri Ready For Health Emergencies, Report Says” ([The Columbia Daily Tribune](http://archive.columbiatribune.com/2006/dec/20061212news015.asp), Columbia, MO, December 12, 2006) please visit this web site: <http://archive.columbiatribune.com/2006/dec/20061212news015.asp>

WITNESS LIST & HEARING LOCATIONS

March 30, 2006 at the Missouri State Capitol

Mr. Paul Fennewald, Homeland Security Coordinator for the Missouri Office of Homeland Security

Mr. Mike Keathley, Commissioner of Office of Administration

Mr. Jim Miluski, Director of Purchasing & Material Management, Office of Administration

June 21, 2006 at the State Emergency Management Agency

Mr. Ted Craven, citizen

Mr. Mark James, Department of Public Safety

Mr. Steve Moody, State Emergency Management Agency

Mr. Steve Sloan, State Emergency Management Agency

Mr. Alan Garrison, State Emergency Management Agency

Mr. Bruce Clements, Department of Health & Senior Services

Mr. Rick Bennett, Department of Transportation

Mr. Alan Reinkemeyer, Department of Natural Resources

Captain Greg Kindle, Missouri State Highway Patrol

Major Scott Cummings, Missouri National Guard

September 13, 2006 at the Missouri State Capitol

Mr. Randy Cole, Missouri State Fire Marshal

December 6, 2006 at the Missouri State Capitol

No public testimony was offered.